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***Customs Institutional Development
Intelligence Software Training***

Final Report

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Abstract

As a direct result of USAID support through the AMIR Program, the Jordan National Customs Intelligence Unit (JCIU) has been developing its capabilities since initiation in August 2002.¹ The unit is operating effectively in a dynamic environment but is minimally resourced. The function has developed an Access database for information storage and has initiated on-line access to seven internal and external databases, including the Judicial Affairs Cases database. These innovations provide an impressive array of data collection and data access tools that allows for rapid research on matters of high priority. Intelligence has been successful in dealing with many major cases and is now the victim of its own success. It does not have the resources to deal with current workloads.

In an effort to streamline and prioritize inputs and outputs, the consultant completed a feasibility study of a secure intelligence database and an assessment of the current Judicial Affairs Cases database. It was originally planned to consider adaptation of the Cases database for short-term intelligence unit use. The Cases database currently holds 47,874 registered violations and smuggling cases (as at end May 2004), with a further transfer of electronic data from the Jaber (Jordan – Syrian border centre) planned in the near future. This database provides an invaluable source of information to allow efficient analysis of high priority matters and in the near future, a further three Customs Department centres will come on-line, with others to follow. However, assessment of the Cases database and other on-line electronic systems raises serious concerns in regard to data integrity, accuracy and transparency. These impediments have been identified and recommendations suggested.

From an intelligence perspective, a range of options is available. In the short to medium-term, it is recommended the Information Technology Directorate staff either develop and enhance the current intelligence Access database, or build a suitable basic system based on the Cases database. A long-term option is the introduction of a sophisticated intelligence database and chartware. The recommended system is the most widely currently used and accepted global analysis tool and includes a database facility if required. However, the chartware is currently only available in English but was recently successfully introduced into ASEZA by the consultant.

From a legal perspective there are serious concerns over the alleged inability by National Customs to successfully defend prosecutions in the courts. The reasons are many and varied but one identified barrier to success is alleged to be the integrity of data on customs databases. A related exercise was conducted IBLAW under an AMIR contract to research the feasibility of digital signature technology in the Customs Department. After a series of consultations, legal benefits were examined and deemed ineffective at this stage. Nonetheless, scope for data integrity and security, as well as identity authentication, in relation to intelligence information reports and violation and smuggling case registrations, were identified as potentially valuable.²

¹ Intelligence Development Plan 2004.

² See 'Digital Signature at Customs Current Diagnosis', 30 June 2004, prepared by IBLAW for the AMIR Program.

Abbreviations & Acronyms

AMIR	Achievement of Market-friendly Initiatives & Results program
AFTA	Arab Free Trade Agreement
ASEZA	Aqaba Special Economic Zone Authority
BMTF	Border Management Task Force
CSI	Container Security Initiative
C-TPAT	Customs – Trade Partnership Against Terrorism
DDG	Deputy Director General
DDGCA	Deputy Director General, Customs Affairs
DDGFA	Deputy Director General Finance & Administration
DPO	Director Planning & Organization
FATF	Financial Action Task Force (against money laundering & terrorism)
IBLAW	International Business Legal Associates
IMF	International Monetary Fund
IT	Information Technology
ITSC	Information Technology Steering Committee
OECD	Organization for Economic Cooperation & Development
QIZ	Qualifying Industrial Zone
RM	Risk Management
UK	United Kingdom
USA	United States of America
US-JFTA	United States – Jordan Free Trade Agreement
WCO	World Customs Organization
WTO	World Trade Organization

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EXECUTIVE SUMMARY

The consultant conducted a review of standard intelligence database requirements against the Jordan Customs Information Technology (IT) Directorate Cases database fields and attributes with a view to implementing a short-term solution to improved storage of current intelligence data holdings.

The design and implementation of a long-term comprehensive intelligence database will be the subject of a major business case, yet to be developed. These major, complex, and potentially expensive and resource-intensive systems will require careful and clinical research to identify a user-friendly suitable product in the context of Jordan customs capacity.

A suitable inexpensive and expedient short-medium-long term option does exist. One of the best customs intelligence analyst chartware systems, being the most widely utilised globally by most developed countries, including the United States, the United Kingdom and Australia, includes a proven intelligence database option. The consultant demonstrated chartware in previous intelligence analysis training courses. However, there is currently no Arabic version of the database or chartware, and no immediate plans to develop such a product.

The consultant introduced the same chartware into the Aqaba Special Economic Zone Authority (ASEZA) revenue and customs function in 2003. This English version immediately produced impressive results. It is recommended that consideration be given to introducing the database and chartware for Jordan customs intelligence usage. Customs staff previously rejected a non-Arabic software solution but have intimated acceptance of the English language version and the benefit of introducing the chartware and database. Included as a benefit is a potential closer working relationship in Jordan with the ultimate and inevitable unification of Southern Jordan (ASEZA) customs functions with the Customs Department.

In the interim, a range of short to medium-term, but effective, alternate options were examined in regard to information collection and storage. Meetings and workshops were conducted with information technology and intelligence staff to discuss the feasibility of various design and development options. Intelligence staff currently favour a Customs IT Directorate developer to work on the expansion and enhancement of the current intelligence Access database, which allows intelligence staff to manage their own system, readily change specific fields as required and provide better information security measures.

Intelligence databases are always ‘works in progress’ and are continually being adapted, changed and updated to reflect executive management and stakeholder reporting and analysis requirements. The original product need not be perfect in design as one cannot accommodate and predict all future requirements. As such, the best possible product needs to be introduced which provides all the core functions of store, match, search, extract and report which can be adapted and enhanced over time.

As well as discussing database best practice options, discussions were conducted with customs intelligence and customs IT stakeholders in relation to the format of the intelligence “*Information Report*.” This report is to be available both manually and

electronically, sourced internally and externally, to reflect the diverse array of possible sources of information. The suggested design reflects a free text format to accommodate simple and complex information from all sources.

As part of a feasibility study into adapting the Judicial Affairs Cases database for intelligence purposes, a review of standard intelligence database fields and attributes against the Jordan Customs Cases database was conducted. This study identified concerns and issues in relation to data integrity, accuracy and transparency of the Judicial Affairs Cases database.

However, it must be stated that the current system is quantifiably invaluable with current data holdings exceeding 47,800 violations and smuggling cases since January 2003.³ This data is an exceptional source of information for many customs stakeholders, provided that it is accurate and reliable.

The Cases database is the responsibility of the Judicial Affairs Cases Directorate and forms the basis of three major functions. Both the Judicial Affairs Cases Directorate and Legal Affairs Directorate have the responsibility to monitor temporary admission of motor vehicles, financial payment processing as these activities related to financial rewards for offence detections by Customs Department employees and legal action in relation to Customs Department legal cases. The Legal Affairs Directorate consists of the Prosecutions Unit (also known as 'investigations'), the Pleas Unit, and the Legal Consultancy Advice Unit. The Prosecutions Unit deals with collecting evidence in regard to legal actions; the Pleas Unit deals with client negotiations, settlements and agreements; and the Legal Consultancy Advice Unit provides assistance to Customs staff in regard to legal advice and support. This convoluted and matrix-type management arrangement lends itself to overlap and duplication of effort. The roles of each unit require review to identify any inefficiencies and system streamlining.

The Cases database requires further examination in light of perceived shortfalls. It is alleged that not all violations and smuggling cases as described in Articles 197, 198, 199, 200, 201, 202, 203 and 204 of the Hashemite Kingdom of Jordan Law (No. 20) of the year 1998 Customs Law are registered. This allegation is most disconcerting in regard to data integrity, accuracy and manipulation. It also raises issues relative to why not all violations are in the system from a public integrity perspective.

It is also alleged that not all the required input fields in relation to registered violations and smuggling cases, as required by Jordan Customs Law, are input to the Cases database. If confirmed, this allegation may affect the ability to successfully defend court actions if data deficiencies are identified.

Not all Customs Department centres have on-line access to the Cases database. Further, not all currently stored electronic data has been transferred into the system. Of the current five planned Customs centres to come on-line, three are expected to be finalised by the end of June 2004, with the remaining two as soon as possible after that. This should provide all the necessary coverage of Customs centres throughout Jordan. It is recommended that an evaluation of the coverage be conducted to ensure no reporting gaps or inconsistency in practice are identified. Finalisation of the Jaber Customs

³ The Cases database has been developed since 2002 with clients gradually coming online. Any analysis of data prior to January 2003 would be distorted and deceptive based on inconsistent data inputs during transition phase to electronic storage. Comparative analysis would be unreliable.

Centre (Syrian border crossing) data transfer by the Information Technology Directorate was planned to be completed by 30 June 2004; however, the actual transfer is taking longer than anticipated and is not completed.

It has also been stated that Cases Directorate staff register violations and smuggling cases on the Cases database. This practice, obviously introduced for information technology efficiency, demonstrates integrity, accuracy and transparency weaknesses. It is recommended this practice be reviewed to allow actual officers detecting offences to input such data on the system.

As an adjunct to the development of an intelligence database and review of the Cases database, a weakness in the information reporting system was identified. When accessing the Customs Department website, clients are invited to report smuggling matters to the Risk Management Directorate. This is not proper process and requires a change to refer such information to the newly created Intelligence Unit. All Customs management agreed with this suggestion and actions have already been initiated to rectify the problem.

Other intelligence on-line database access systems have been assessed and improvements suggested. These include review and update of the Jordan Customs cross-border motor vehicle database, the Jordan Customs national vehicle registration database, the Jordan Customs national identification database, sales tax database, income tax database and the Ministry of Industry and Trade database.

It is also alleged all Customs centres in Jordan regularly send facsimiles to the director general of Customs outlining events, violations, smuggling cases, significant issues and other points of interest. They are referred to public relations for media publication interest and opportunities. Intelligence staff do not see these documents. It is recommended that urgent action be initiated to improve information sharing and referral.

The Intelligence Unit is effective but not sufficiently resourced. Information is stored on an Access database and staff have electronic access to seven (internal and external) databases for analysis purposes. Data deficiencies have been identified in most of these databases. The implementation of a more efficient and effective intelligence database, more on-line access to complementary databases, greater database data integrity and the introduction of associated tools, such as digital signature technology, will ensure future success of the intelligence function.

1. Introduction

The Government of Jordan and Jordan National Customs is committed through signatory obligation to specific trade and other agreements.⁴ These include the World Trade Organization (WTO), the World Customs Organization (WCO), the European Union-Jordan Association Agreement, the Arab Free Trade Agreement (AFTA), the – Jordan- United States Free Trade Agreement and international arrangements through Qualified Industrialized Zones (QIZs) and the Aqaba Special Economic Zone (ASEZ). All these agreements require increased levels of trade facilitation in an environment of increased security and control risks.

There is an ever-increasing need for improved organizational information and intelligence management processes, both in the public and private sectors. The international Basel II Accord risk requirements on the financial sector, the US Sarbanes-Oxley Act 2002 relating to risk mitigation in governance and reporting, the US Patriot Act 2001 on anti-terrorism strategies, and the Financial Action Task Force on Money Laundering and Terrorism (linked to OECD, the IMF and the World Bank) all reflect global pressures to better understand the international trade environment. On a more micro level, Jordan's membership to the WTO and WCO embrace commitments to container security initiatives (CSI).

All these global impacts will create more and more pressures on Customs to better manage their information and intelligence capabilities. Jordan Customs commitment to the WCO 'Kyoto Convention' require Customs intelligence functions to play a more dominant role in the collection and analysis of information to identify risk targets and support a centralized intelligence capability to allow for more efficient risk targeting.⁵

The consultant's review and evaluation of current Jordan Customs Intelligence Unit capabilities demonstrates an ability to develop its information collection and intelligence analysis strategies to enhance its reputation and effectiveness. However, there are many risks to success, which have been highlighted in other sections of this report.

2. Objective

This consultancy required assessments of the Intelligence Unit and Risk Management, Judicial Affairs, Cases and Information Technology Directorates to identify strengths and weakness in relation to information collection, storage, analysis and dissemination to key decision-makers.⁶

⁴ 'The Jordanian Economy' prepared by Jordan Investment Banking and Capital Markets, May 2002.

⁵ WCO Kyoto Convention Chapter 6: Customs Control.

⁶ See Annex 2.

3. Methodology

The approach consisted of analysis and assessment of all current business practices to identify system and operational weaknesses, as well as areas of expertise and innovation. Initially, discussions were held with a wide range of stakeholders to gauge the current level of expertise and development (for details on interviews conducted, see Annex 1). Then, documentation relating to Cases database registrations was collected and translated for assessment and comparative analysis.⁷ Further research was conducted into access to other electronic data systems, both internally and externally.

Based on this preliminary approach, the levels of information access and sharing were analysed to adopt a best practice model in relation to an intelligence database design and implementation.⁸ Points of consideration include security, access, education, technology. Additionally change management issues must be addressed in relation to any cultural issues. Any impediments were incorporated into a risk management plan⁹ to identify and minimize the perceived risks to effective and timely implementation of better information management systems.¹⁰

⁷ See Annexes 7, 8, and 9.

⁸ See Annex 3.

⁹ See Annex 4.

¹⁰ See Annex 5 and 6.

4. Tasks

4.1 Review of Intelligence Function, including Suggested Action Plan:

Component	Action	Parties Involved
Functional Establishment	<ul style="list-style-type: none"> - Identify and implement intelligence database¹¹ <ul style="list-style-type: none"> a: Agree design of new database d: Agree on information capture fields and information required c: Agree accesses and linkages d: Agree security requirements e: Agree electronic input forms and mechanics for transfer f: Agree training, education and awareness strategies e: Finalize business case for IT Steering Committee consideration - Agree and approve "Intelligence Business Case" and "Referral Policies and Procedures" <ul style="list-style-type: none"> a: Agree on draft guidelines, obtain DG sign-off b: Distribute to all Customs staff (awareness and marketing) 	<ul style="list-style-type: none"> - Intelligence Unit - IT Directorate - consultant - Intelligence unit - IT Directorate - BMTF - consultant
Product Development: Analyst Tools	<ul style="list-style-type: none"> - Identify and procure tools and equipment to enhance ability to identify illegal activity (eg. digital cameras, i2 databases, Analyst Notebook, Flowcharter, Audit Command Language, datamining, datamatching, etc) 	<ul style="list-style-type: none"> - intelligence Unit - AMIR - consultants
Resources: Skilling	<ul style="list-style-type: none"> - Review current intelligence resourcing - Design and deliver ongoing information collection, analyst and information management training - Design and deliver intelligence awareness training to Customs staff 	<ul style="list-style-type: none"> - Customs General Inspector intelligence - Customs DG - AMIR - consultants - Intelligence Unit - consultants
Resources: Data access Security	<ul style="list-style-type: none"> - Identify data systems and access for intelligence analysis purposes (including recommending improvements) - work with stakeholders to increase information sharing and transfer arrangements (IT, Cases, Judicial Affairs, DG, external, etc) - consider future options for operational effectiveness, including application of greater integrity, security and anti-corruption strategies 	<ul style="list-style-type: none"> - Intelligence Unit - consultants - Intelligence Unit - consultants - Intelligence Unit - consultants

4.2 Findings and Recommendations:

¹¹ See Business Case at Annex 11.

▪ 4.2.1 Intelligence Database

The consultant has conducted a review of standard intelligence database fields and attributes against those in the Jordan Customs IT Directorate Cases database with a view to implementing a short-term solution to current data holdings. The design and implementation of a long-term sophisticated intelligence database will be the subject of a major business case, yet to be developed. These complex, potentially expensive, and resource-intensive systems will require careful and clinical research to identify a user-friendly suitable product in the context of Jordan Customs capacity.

A draft intelligence database business case has been produced with drafts left with the Intelligence Unit and the AMIR Program. Finalization on the best product to suit the client is reliant on agreement between Intelligence Unit and IT Directorate staff.

Initial meetings and workshops with Customs Department staff resulted in IT Directorate staff and Intelligence Unit staff meeting to discuss the feasibility of design and development options.

Intelligence staff currently favor Customs Department's internal IT developer expansion and enhancement of the current intelligence Access database, which allows intelligence staff to easily change their 'own' specific fields as required, as well as provide improved information security measures. This option is historically logical since intelligence databases are always 'works in progress' and are continually being adapted, changed, and updated to reflect executive management and stakeholder reporting and analysis requirements. These adaptations are intelligence-specific and need to be amended in a timely and efficient manner and should not be reliant on external expertise and availability to adopt simple changes.

Intelligence and IT staff have been provided with the standard, basic labels of:

Account (which allows for banking details to be input)

Address (of the business, including all options)

Commodity (product, item, method of smuggling, etc)

Communications (telephone numbers, telephone provider, etc)

Correspondence (in regard to type – letter, email, sent to, etc)

Document (any documents or attachments, evidence, Form 9, etc)

Event (activity, smuggling, bribery, theft, cross-border 'trick', etc)

Info Registration (individual registration no, source, etc)

Movements (information and analysis dissemination to, etc)

Organization (business details, directors, broker, reg. no, etc)

Other Entity/Asset (associates, linked people and property, etc)

Other Reference Number (licence no, income tax no, etc)

Person (individual details)

Vehicle (transport used to commit offence, etc)

Note: These are alphabetical, not prioritised

The consultant also conducted a review of short-medium-long term options in regard to an intelligence database. The "i2" analyst notebook chartware is the

most commonly globally used analysis tool today. It is widely used by government and law enforcement agencies in the United States, the United Kingdom, and Australia. The consultant demonstrated the tool at recent intelligence analysis training courses conducted in Amman.

The consultant also demonstrated the tool during intelligence analysis training for ASEZA revenue and customs staff in Aqaba. Subsequently, ASEZA management approved the purchase of one charting license which has been installed and currently in operation at sales tax, Aqaba. The tool has already produced impressive results with charts used for complex entity analysis and reporting in regard to major revenue fraud.

Recommendations:

4.2.1.1 Intelligence staff to determine the costs of implementing an intelligence database, based on the client's preferred option (yet to be finalized).

4.2.1.2 These costs include salary costs of Custom staff with the usual 80% uplift to reflect administrative overheads (unless Ministry of Finance prefers a different formula).

4.2.1.3 These costs to be input in the draft business case as prepared by the consultant and delivered to the AMIR Program for IT Steering Committee consultation (as part of this report¹²).

4.2.1.4 Customs IT staff to proceed with intelligence database design and delivery if the IT Steering Committee recommends progress based on comparative prioritization analysis of competing programs and projects.

4.2.1.5 AMIR and Jordan Customs staff to consider feasibility and acceptability of implementing the "i2" intelligence analyst notebook chartware and database (English version).

Discussions have been conducted with Intelligence Unit and IT Directorate staff in relation to the format of the intelligence "Information Report." This report is to be available both manually and electronically, both internally and externally, to reflect the diverse array of possible sources of information. The form is free text in nature to accommodate simple and complex information from all sources. A copy of the format has been provided to intelligence staff.

Recommendations:

4.2.1.6 Intelligence staff to agree on the format of the intelligence "Information Report."

4.2.1.7 Subject to finalization and completion of the "Intelligence Database Business Case" and sign-off by the IT Steering Committee, Intelligence Directorate

¹² See Business Case at Annex 11.

staff to negotiate with IT staff to make the “Information Report” available electronically and manually.

4.2.1.8 *Subject to finalization and completion of the “Intelligence Database Business Case” and sign-off by the IT Steering Committee, Intelligence Directorate staff to negotiate with IT staff to make an “Intelligence” icon available on all customs staff computer desktop screens for easy access, completion and dispatch to the intelligence unit.*

4.2.1.9 *Subject to finalization and completion of the “Intelligence Database Business Case” completion and sign-off by the IT Steering Committee, Intelligence staff to negotiate with the director general of Customs to sign-off on information referral policies as designed and recommended as part of previous reports by the consultant.*

▪ **4.2.2 Judicial Affairs Cases Database**

As part of a feasibility study into the design and development of an intelligence database, the consultant conducted a review of standard intelligence database fields and attributes against the Jordan Customs Cases database. This study identified concerns and issues in relation to the Judicial Affairs Cases database. After a series of discussions and analyses with relevant stakeholders, including IT developers, legal consultants, intelligence staff and Customs Department management, the consultant identified issues of data integrity, accuracy, and probity.

However, it must be stated that the current system is quantifiably potentially invaluable with current data holdings showing exceeding 47,874 violations and smuggling cases since January 2003.¹³ The violation and smuggling case registrations recorded on the Jaber Customs centre Foxpro database will be transferred to the cases database by 30 June 2004. All this data is an exceptional source of data and information for many customs stakeholders, PROVIDED IT IS ACCURATE AND RELIABLE.

The following comments, concerns, and recommendations are made in relation to the Cases database and data entry:

The Cases database is the responsibility of the Judicial Affairs Cases Directorate. The Director, Judicial Affairs, reports to Deputy Director General, Customs Affairs. The IT Directorate designed and developed in-house the database and maintains it. The IT Director reports to the Deputy Director General of Finance and Administration. There is potential conflict, duplication and overlap of roles and responsibilities¹⁴.

As part of the responsibilities of the Cases Directorate, registered violations and smuggling cases on the database are monitored and actioned in regard to temporary admission of motor vehicles, financial payment consideration, and processing in regard

¹³ The Cases database has been developed since 2002 with clients gradually coming on line. Any analysis of data prior to January 2003 would be distorted and deceptive. Any comparative analysis would be inconclusive due to variances in data fields during transition.

¹⁴ As identified in reports by AMIR consultants going back to August 2002, the Jordan Customs organizational structure needs review. Draft restructure plans were developed and discussed but no agreement was ever reached on the best model.

to financial rewards for detection of offences and legal action in relation to Customs legal cases. The Legal Affairs Directorate, which consists of the Prosecutions Unit (also known as ‘investigations’), the Pleas Unit, and the Legal Consultancy Advice Unit, accesses smuggling cases and violation data.

Analysis of the Cases database has identified the following concerns:

It is alleged not all violations and smuggling cases as described in Articles 197, 198, 199, 200, 201, 202, 203 and 204 of the Hashemite Kingdom of Jordan Law (No. 20) of the year 1998 Customs Law are registered. This allegation is most disconcerting in regard to data integrity, accuracy and manipulation.

Recommendations:

4.2.2.1 Cases Directorate staff to obtain an order from the Director General for Customs Department staff to input all customs violations and smuggling cases as described by the relevant articles in the Jordan Customs Act irrespective of whether the violation is mitigated or not.¹⁵

4.2.2.2 Training staff, in conjunction with IT Directorate staff and Cases Directorate staff, design and deliver education, awareness and training to Customs Department staff in relation to registration of all violations and smuggling cases as identified.¹⁶

It is alleged not all the data relating to violations and smuggling cases, as required by Jordan Customs Law, are input to the Cases database. This allegation is most disconcerting in regard to data integrity, accuracy and legal impediments to successful court outcomes.

Recommendations:

4.2.2.3 Legal Directorate staff to advise Cases Directorate and IT Directorate staff of levels and magnitude of alleged data input shortfalls.

4.2.2.4 Legal Directorate staff to determine which data input fields on the Cases databases be made mandatory for information integrity and legal requirements.

4.2.2.5 Mandatory data, as required by Article 186 of the Customs Law, must be input to the Cases database. A directive to this effect to be issued by the director-general advising the necessary requirements.¹⁷

4.2.2.6 Consideration be given to eliminate use of the “Inspection Report” as completed by Anti-Smuggling Unit staff. There is no reference to this document in any legislation. The required legal document, the “Smuggled Items Seizure Report,” should be completed in all instances.¹⁸

¹⁵ See Directives at Annex 10.

¹⁶ See Directives at Annex 10.

¹⁷ See Directives at Annex 10.

¹⁸ See Directives at Annex 10.

4.2.2.7 Training staff, in conjunction with IT Directorate staff and Cases Directorate staff, design and deliver education, awareness and training to Customs staff in relation to registration of all required data inputs as identified

It is alleged not all Customs Department centres have on-line access to the Cases database and not all electronic data has been transferred.

Recommendations:

4.2.2.8 On-line access and data transfer is currently being expeditiously and impressively implemented by the IT Directorate. On-line finalization and data transfer (especially Jaber Customs Centre) should be monitored to ensure all completed as soon as possible.¹⁹

It is alleged that only Cases Directorate staff be empowered to register violations and smuggling cases on the Cases database. This has raised an integrity issue regarding the adding in of additional names for the sharing of rewards to officers that did not participate in the enforcement action. The practice of officers specifically “sharing in the spoils” related to enforcement actions is of highest concern. This practice raises opportunities for corruption within the Customs Department.

Recommendations:

4.2.2.9 A review of the policy to be conducted to ascertain the reasons why all Customs staff do not have the authority or access provisions to register violations and cases as identified. The preferred option, for integrity, accuracy and legal reasons, is for the detecting officer to collect all the necessary details, register, and report. The Cases Directorate at each Customs Centre will be responsible for training and mentoring discovering officers to input their discovered violations in the Cases database.²⁰

4.2.2.10 A feasibility study must be initiated to consider the application of digital signature technology to violation and case registration for legal probity, authentication and transparency reasons, and to the “Intelligence Report” registration for the same reasons.

Customs staff are not sufficiently educated and trained in statistical analysis principles. When the consultant requested data and information in relation to violations and smuggling cases recorded by each Customs Centre each month since January 2003, the response was “*nobody has ever asked for this information before*”. This reflects a poor understanding of the value of data analysis to identify system and process weaknesses and improvements, or that staff are not trained in data extraction analysis and reporting.

¹⁹ It is planned for the customs centres of Prince Mohammed Bridge, Sheikh Hussein Bridge, and Karak City QIZ to be on-line by 30 June 2004, with Wadi Araba and Jordan Syria Free Zone having access as soon as possible after that date. It is planned to transfer Jaber violations and smuggling cases registered on the local Foxpro system pre-October 2003 within a few weeks.

²⁰ See Directives at Annex 10.

Recommendations:

4.2.2.11 Relevant Customs staff to be trained in statistical analysis. The data available for analysis is impressive (the Cases database currently holds 47,874 violation and smuggling cases). This will increase subsequent to Jaber Customs Centre data transfer and as more on-line access facilities are provided. The data is of great value to intelligence, risk management, anti-smuggling, and legal areas to report threats and risks as part of strategic planning, profiling and targeting.

Note: Initial analysis has been completed as per Annexes 7, 8, and 9. Copies of these annexes have been provided to Customs as an example of the value of such analysis and data-mining.

▪ **4.2.3 Jordan Customs Website**

As part of a feasibility study into design and development of an intelligence database and review of the Cases database, a system weakness was identified. When accessing the website, clients are invited to report smuggling matters to the Risk Management Directorate. This facility has been in place since creation of the Intelligence Unit and is a threat to rapid response and analysis²¹.

Recommendations:

4.2.2.12 The 'Inform Us About Smugglers' webpage be amended by removing reference to the Risk Management Directorate and replacing with Intelligence Unit contact details.²²

▪ **4.2.4 The Jordan Customs Cross-Border Motor Vehicles Database**

This database allegedly only relates to Jordanian registered cars entering or departing Jordan. It is also alleged the database is not a true centralized database and that Customs centres cannot see another Customs centre details unless the data has been transferred to a central database.

Recommendations:

4.2.4.1 The database be expanded to a centralized database for national monitoring and illegal activity identification.

4.2.4.2 The database be expanded to accommodate all motor vehicles, trucks, buses and other vehicles, including vehicles registered in other countries.

²¹ All information reports and suspect activity reports are to be referred to the Intelligence Unit in every instance. Referral to the Risk Management Directorate is illogical, however at the time the web page was established the Customs Department did not have an Intelligence Unit.

²² This matter has already been discussed with the IT Director and Intelligence Unit staff. When Intelligence Unit staff have provided the IT Director with change of contact details, the webpage will be immediately amended. Currently the Head of the Intelligence Unit has not submitted a request to make this change to the Director General.

▪ **4.2.5 The Jordan Customs National Vehicle Registration Database**

This database relates to Jordanian registered cars. It is alleged the data appears inaccurate as not all motor vehicles appear on the database.

Recommendations:

4.2.5.1 The database (CD on customs server) be evaluated and improved.

4.2.5.2 The Customs data recipient be identified to discuss information expansion options with CD source provider.

▪ **4.2.6 The Jordan Customs National Identification Database**

This database relates to Jordanian nationals. It is alleged there are limited details available.

Recommendations:

4.2.6.1 The Customs data recipient be identified to discuss information expansion options with the source provider .

▪ **4.2.7 Sales Tax Department**

It is alleged there is no data available.

Recommendations:

4.2.7.1 Intelligence Unit staff initiate discussions with the Sales Tax Department of the Ministry of Finance to identify opportunities for information sharing and exchange.

▪ **4.2.8 Income Tax Department**

It is alleged there is limited data available. Current information is restricted to minimum basic fields and intelligence staff believe expansion of data access should be possible.

Recommendations:

4.2.8.1 The Customs data recipient be identified to discuss information expansion options with source data provider.

▪ **4.2.9 Ministry of Industry and Trade Database**

It is alleged there is limited data available. Current information is restricted to a minimum number of basic fields and intelligence staff believe expansion of data access should be possible.

Recommendations:

4.2.9.1 *The Customs data recipient be identified to discuss information expansion options*

▪ **4.2.10 Internal Information Flow**

It is alleged all Customs Department centres in Jordan regularly send facsimiles to the director-general of Customs outlining events, violations, smuggling cases, significant issues and other points of interest. They are referred to public relations for media publication opportunities. Intelligence staff do not review these documents.

Recommendations:

4.2.10.1 *Intelligence staff be given access to this information due to the critical and invaluable source information it provides. Again, access to such information allows for expeditious analysis and threat assessment.*

5. Conclusions

The Intelligence Unit is an effective unit, albeit not sufficiently resourced. Information is stored on an Access database and staff have electronic access to seven (internal and external) databases for analysis purposes. Data deficiencies have been identified in most of these databases.

It is recommended the Intelligence Unit develop a more sophisticated database for its own use. It is recommended the Cases database be developed as an exceptionally invaluable source of data and information. It is recommended that all databases be assessed for effectiveness to improve information transfer and sharing.

When all these information management options are evaluated and enhanced, the Intelligence Unit and relevant stakeholders will derive great benefit from streamlined business practices, greater professionalism in regard to information collection, analysis and dissemination and allow the organization to proactively and reactively provide threat and risk assessments based on data based evidence.

ANNEX 1: Interviews Conducted

Consultations, interviews and workshops took place with the following clients and stakeholders during the period 5-27 June 2004:

6 June	Alan Grant, Consultant (Risk Management compliance audit roles) Tayseer Shboul, Manager, Intelligence (Intelligence update)
7 June	Tayseer Shboul, Manager, Intelligence (data collection and access) Marwan Gharaubeh, Director, Planning & Organization (morale, strategic issues) Tom Matthews, Consultant, (EU report on Customs modernization)
8 June	Marwan Gharaibeh, Director, Planning & Organization (management support of Intel) Tayseer Shboul, Manager, Intelligence (Intel database issues) Tom Matthews, Consultant (briefing on intelligence issues)
9 June	Mohammed Obeidat Manager, International (information sharing) Somaya al-Wahoush, Director, IT (database design issues) Asad Mustafa, Manager, IT (Cases Database review)
14 June	Marwan Gharaibeh, Director, Planning & Organization (translation) Tayseer Shboul, Manager, Intelligence (major case analysis issues) Intelligence staff (intelligence database design) Rand Hunnan, IBLaw (digital signature technology update)
15 June	Rand Hunnan, IBLaw (digital signature technology, options)
16 June	Somaya al-Wahoush, Director, IT (intelligence database design) Rand Hunnan, IBLaw (digital signature opportunities)
17 June	Marwan Gharaibeh, Director, Planning & Organization (changes) Tayseer Shboul, Manager, Intelligence (database design and planning) Gareth Davies, Consultant (Iraq – information sharing issues)
20 June	Intelligence staff (workshop on database design, labels, fields)
21 June	Somaya al-Wahoush, Director, IT (IT resourcing, cases statistics) Marwan Gharaibeh, Director, Planning & Organization (BMTF issues) Tayseer Shboul, Manager, Intelligence (on-line database access issues) Mahmoud Wafa, Ex-Director, Risk Management (future plans)
22 June	Somaya al-Wahoush Director, IT (IT resourcing, integrity issues) Asad Mustafa, Manager, IT (cases data, statistics, integrity issues) Tayseer Shboul, Manager, Intel (cases data translation) AMIR (IT issues – prioritization and planning)
23 June	AMIR (consultants review of progress and future planning)
24 June	USAID (briefing at US Embassy)

ANNEX 2: Scope of Work

This report was prepared in accordance with the Statement of Work agreed under activity number 555.1 Customs Institutional Development, Intelligence Software Training. It covers the period 5-27 June 2004.

The objective of this scope of work is to assist the Customs Department to incorporate policies, procedures and self-directed training to support the modifications to the Cases database.

The tasks related to achieving the consultancy's objectives:

- The consultant will update an assessment of the status of the intelligence unit's advancement and progress.
- The consultant will work directly with the intelligence unit and the directorate of IT to help oversee and provide recommendations for the development and implementation of the modified Cases database and mandatory fields. This will include providing recommendations for written policies and procedures requiring stringent time limits for the initiation of the Cases database entry by violation discovering and processing customs officers, retention of draft entries in the Cases database for specified times and then automated supervisory notification of pending incomplete entries.
- The consultant will provide best practice recommendations for implementation of information collection, transfer and storage facilities within the database design and application. The recommendations will include practices for collection and cataloguing of digitally recorded visual images.
- The consultant will provide recommendations for development and agreement of policies and procedures for information collection and storage; and development and agreement of information management procedures and practices.
- The consultant will assist the intelligence unit in marketing and developing strategies for service-wide acceptance of the change to mandatory fields and the new requirements to progress the further development of the intelligence capability in Jordan customs. This will include the development of an outline for presentations to officers on how to enter data into the Cases database.

ANNEX 3: Cases Database Access

Current On-Line Access:

Cases Database

The Judicial Affairs Cases database currently provides on-line access to the following (for reporting of violations and smuggling cases):

Intelligence staff
 Amman Headquarters
 Risk Management staff
 Cases Directorate staff
 Enforcement/Anti-Smuggling staff
 Al-Karama (Jordan – Iraqi border) Customs Centre
 Al-Omari (Jordan - Saudi Arabia border) Customs Centre
 Amman Customs House Centre
 Queen Alia Airport Customs Centre (passengers)
 Queen Alia Airport Air Cargo (cargo)
 Al-Hussein Bin Abdullah II Estate Customs Centre
 Aqaba National Customs Centre
 Wadi Araba (Dead Sea border) Customs Centre
 Wadi Yetem (Aqaba border) Customs Centre
 Al-Hasan Industrial Estate Customs Centre (Irbid)
 Jaber (Jordan Syria border) Customs Centre
 Al-Mudawara (Jordan – Saudi Arabia border) Customs Centre
 Al-Ramtha (Jordan - Syria border) Customs centre
 Zarka Customs Industrial Estate

Potential On-Line Access:

Cases Database

The Judicial Affairs Cases database access will be expanded to cover the following by 30 June 2004:

King Hussein Bridge (PNA - Allenby Bridge)	In progress
Prince Mohammad Bridge (PLA – Damier Bridge)	In progress
Al-Sheikh Hussein Bridge (Israel – Jordan Valley)	In progress

The Judicial Affairs Cases database access consideration be given to the following:

Wadi Araba (Israeli border) Customs Centre	Under consideration
Jordan – Syria Free Zone	Under consideration
The Capital Post (Amman) Customs Centre ²³	To be evaluated
Al-Quweira (Aqaba) Free Zone	To be evaluated
Al-Sheidieh (Karak-Tafilah) Free Zone	To be evaluated
Kerak Industrial Estate Customs Centre	To be evaluated
Adhlil Customs/Qa Khanna QIZ	To be evaluated
Al-Mafraq Customs Centre	To be evaluated
ASEZA (Aqaba) Customs ²⁴	To be considered

²³ The Capital Post (Amman) Customs Centre to Al-mafraq Customs Centres are considered too small or insignificant for on-line inclusion. This is to be reviewed from an access for information perspective.

²⁴ Issues of customs unification impact this facility.

ANNEX 4: Intelligence Function Risk Assessment

The key risks and challenges associated with the project are set out below:

Risk/Challenge	Potential Impacts	Mitigation strategy
Ability to design and implement short-term intelligence database	Source data Ineffectiveness Slow down the program Staff dissatisfaction	<ul style="list-style-type: none"> Continue with Access database in the interim Continue marketing and promotion of manual information transfer systems Monitor marketplace for suitable Arab databases LIKELIHOOD: A CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Non-agreement on data field label comparative analysis	Shortfall identification Cannot develop coding in short period of time Translation barriers IT expertise unavailable	<ul style="list-style-type: none"> Negotiate with Jordan Customs IT Negotiate with AMIR LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Overall system maintenance and responsibility	IT Directorate cannot resource IT Directorate priorities cannot accommodate Capacity limitations	<ul style="list-style-type: none"> Negotiate with General Inspector Intelligence Negotiate with IT Director Negotiate with AMIR LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Client request to access information	Need to Know basis Everybody will want access Legal/Privacy issues Access overload	<ul style="list-style-type: none"> Issue policies on information security Develop awareness programs Liaise with Training Directorate re delivery/assistance LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Ability to implement system audit trails	System abuse Illegal access Corruption	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Lack of agreement on front end build, expand, clone or adapt current system	System capacity/build Simplest solution Reporting requirements Client compatability	<ul style="list-style-type: none"> Discuss with IT Directorate Discuss with AMIR LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
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Risk/Challenge	Potential Impacts	Mitigation strategy
Difficulty in developing input data requirements	ID number sequence New fields Synchronisation of data	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Inability to design reporting requirements	System capability Statistics and reports	<ul style="list-style-type: none"> Discuss with Intelligence staff Discuss with IT Directorate LIKELIHOOD: D CONSEQUENCE: VH; RISK: HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Confusion over risk management and intelligence roles	Data input Data analysis Integrated approach Information sharing	<ul style="list-style-type: none"> Discuss with Director, Planning & Organization Discuss with Director, Risk Management Discuss with General Inspector, Intelligence LIKELIHOOD: A CONSEQUENCE: E; RISK: EXTREME

Risk/Challenge	Potential Impacts	Mitigation strategy
Intelligence staff access to stakeholders data and systems	Data access internal/external On-line access potential Manual reports submitted	<ul style="list-style-type: none"> Consider Service Level Agreements (Internal) Consider Memoranda of Understanding (external) LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Difficulties in implementing and agreeing information transfer policies and procedures	Agreed forms Agreed policies Agreed procedures Electronic options Marketing and promotion	<ul style="list-style-type: none"> Discuss with AMIR Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence LIKELIHOOD: B CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Disagreement in design and acceptance of report proformas	Electronic input Access issues Manual options Lack of input commitment	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate Discuss with General Inspector, Intelligence LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Inability to expand intelligence model to complete coverage of Jordans	Areas not covered Regional resistance Data integrity Information sharing Lack of commitment by staff	<ul style="list-style-type: none"> Discuss with Director, Planning & Organization Discuss with AMIR Discuss with General Inspector, Intelligence Discuss with IT Directorate LIKELIHOOD: B CONSEQUENCE: VH; RISK: VERY HIGH

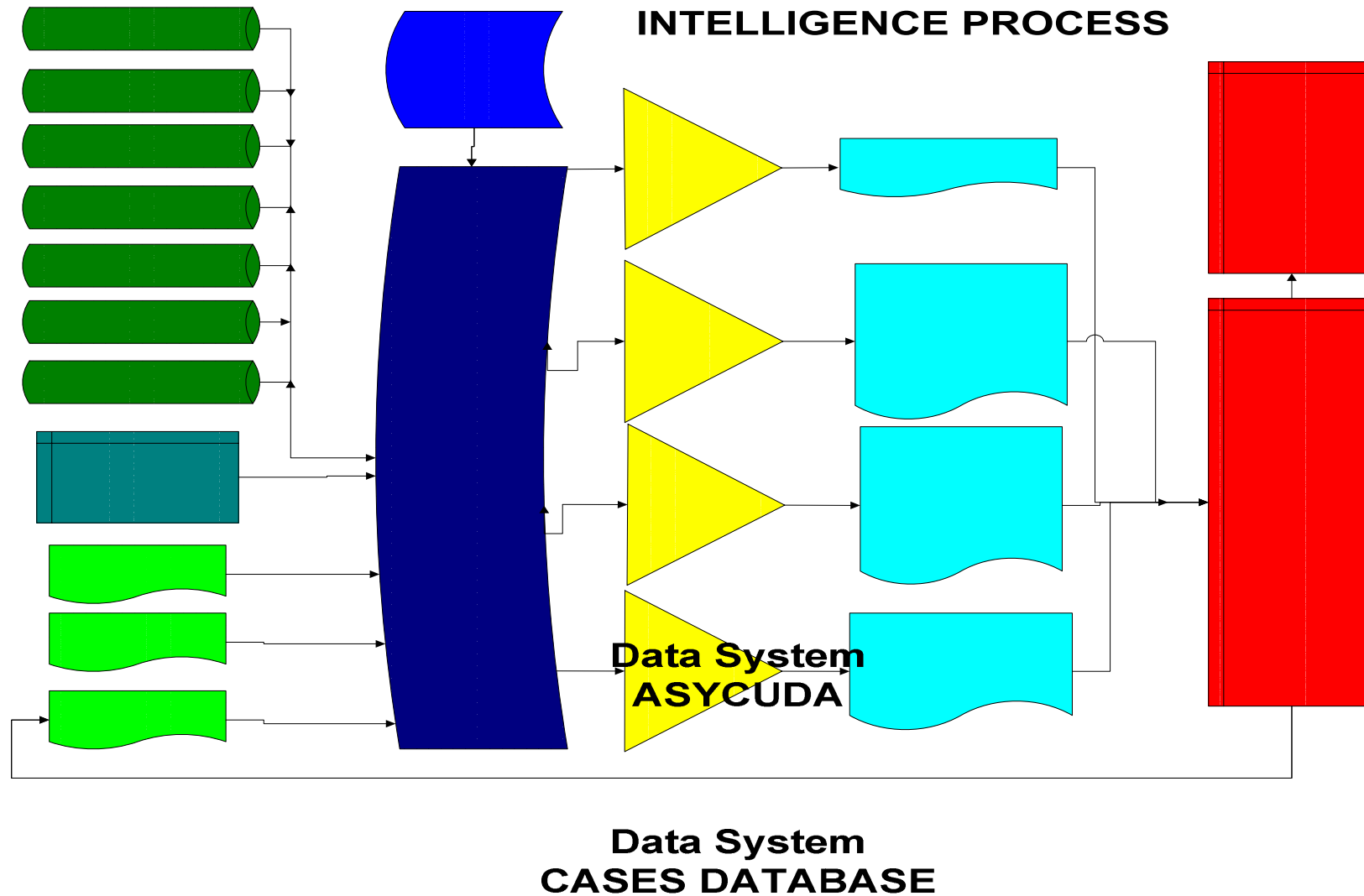
Risk/Challenge	Potential Impacts	Mitigation strategy
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Risk/Challenge	Potential Impacts	Mitigation strategy
Intelligence database integrated approach and promotion	Jordan Customs to promote and reinforce Marketing Plan Regional client service Information sharing	<ul style="list-style-type: none"> Discuss with Training Directorate Arrange sign-off by relevant parties Discuss with General Inspector, Intelligence Develop Marketing & promotion plan LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

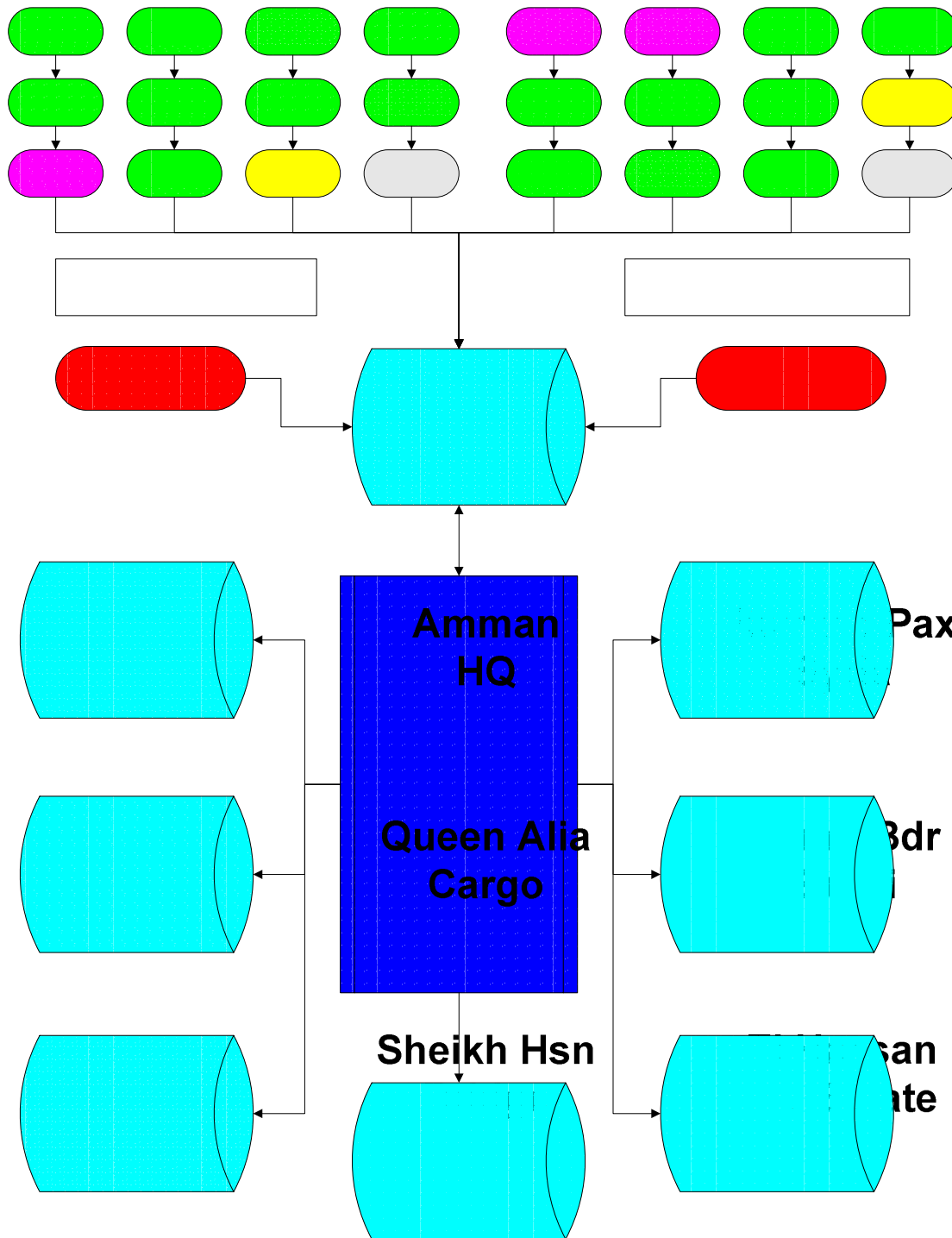
Risk/Challenge	Potential Impacts	Mitigation strategy
Future development	Lack of data Lack of resources Lack of results Reputational issues Lack of feedback Lack of client service Lack of exposure	<ul style="list-style-type: none"> Discuss with Jordan Customs Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence Sign off by Senior Management Coordinated Marketing campaign Discuss with AMIR LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Impediment to future improvement and enhancement	Staff recognition Software availability Sufficient tools/training Regional assistance Task force options Staff retention (and expansion) Middle East strategies	<ul style="list-style-type: none"> Discuss with Jordan Customs Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence Discuss with AMIR LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

ANNEX 5: Intelligence Process

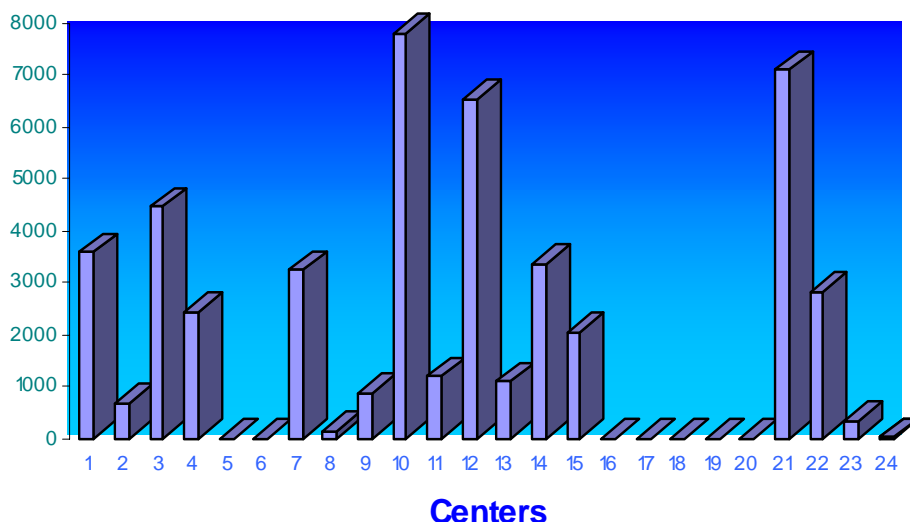


ANNEX 6: Intelligence Unit: On-Line Access



ANNEX 7: Cases Database: All Registrations

All Registrations Jan 2003 to May 2004



01	Headquarters Amman	07	Amman Custom House	13	King Abdullah II QIZ	19	Jordan Free Zone Syria
02	Ramtha – Pax (Syria)	08	Queen Alia - Pax	14	Jaber Border (Syria)	20	Karak Ind Estate QIZ
03	Karama Border (Iraq)	09	Queen Alia - Cargo	15	Anti-Smuggling Jubaiha	21	Zarka Ind Estate Cars
04	Zarka Ind Estate	10	Omari Border (Saudi)	16	Wadi Araba Border	22	Wadi Yutm-al Customs
05	Prince Mhd Bridge	11	Mudawara Border (Sau)	17	Sheikh Hussein Bridge	23	Wadi Araba (ASEZA)
06	King Hussein Bridge	12	Aqaba Customs House	18	El Hassan Ind Estate	24	Amman Public Stores

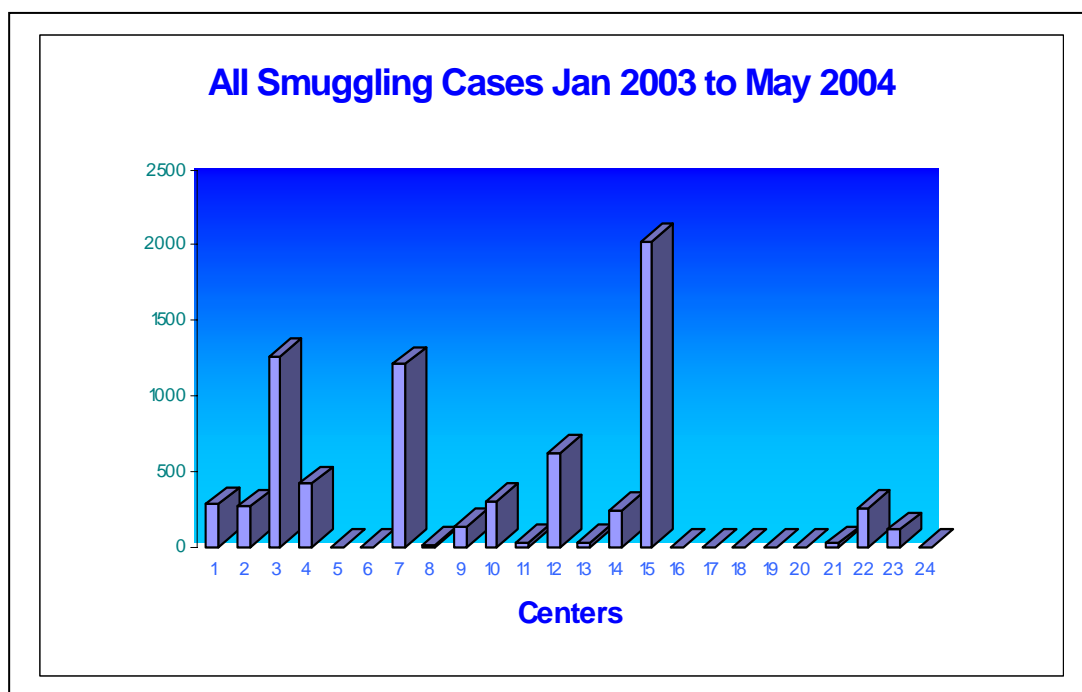
NOTES:

- 1 **Total number of registrations:** **47,874 (100%)**
- 2 Total number of customs smuggling cases: 7,317 (15.4%)
- 3 Total number of customs violations: 40,557 (84.6%)
- 4 All Jaber border cases recorded prior to Cases database (pre-October 2003) on the local Foxpro system will be transferred to the Cases database and recorded against date registered on Foxpro. It is expected to be completed by 30 June 2004.
- 5 Prince Mohammed Bridge (Israel border south), Sheikh Hussein Bridge (Israel border north) and Karak City QIZ will be Cases Database on-line by 30 June 2004. Wadi Araba (Israel border south) and Jordan Syria Free Zone will be on-line as soon as possible
- 6 Why is Zarka Industrial estate (cars) so high?

QUESTIONS:

- 7 Why is Omari Border the highest?
- 8 Why is Karama Border so low?
- 9 Why is Airport Passengers and Cargo so low?
- 10 Why is Wadi Yutm-al Customs (ASEZA-Jordan Border) so low?

ANNEX 8: Cases Database: Smuggling Case Registrations



01	Headquarters Amman	07	Amman Custom House	13	King Abdullah II QIZ	19	Jordan Free Zone Syria
02	Ramtha – Pax (Syria)	08	Queen Alia - Pax	14	Jaber Border (Syria)	20	Karak Ind Estate QIZ
03	Karama Border (Iraq)	09	Queen Alia - Cargo	15	Anti-Smuggling Jubaiha	21	Zarka Ind Estate Cars
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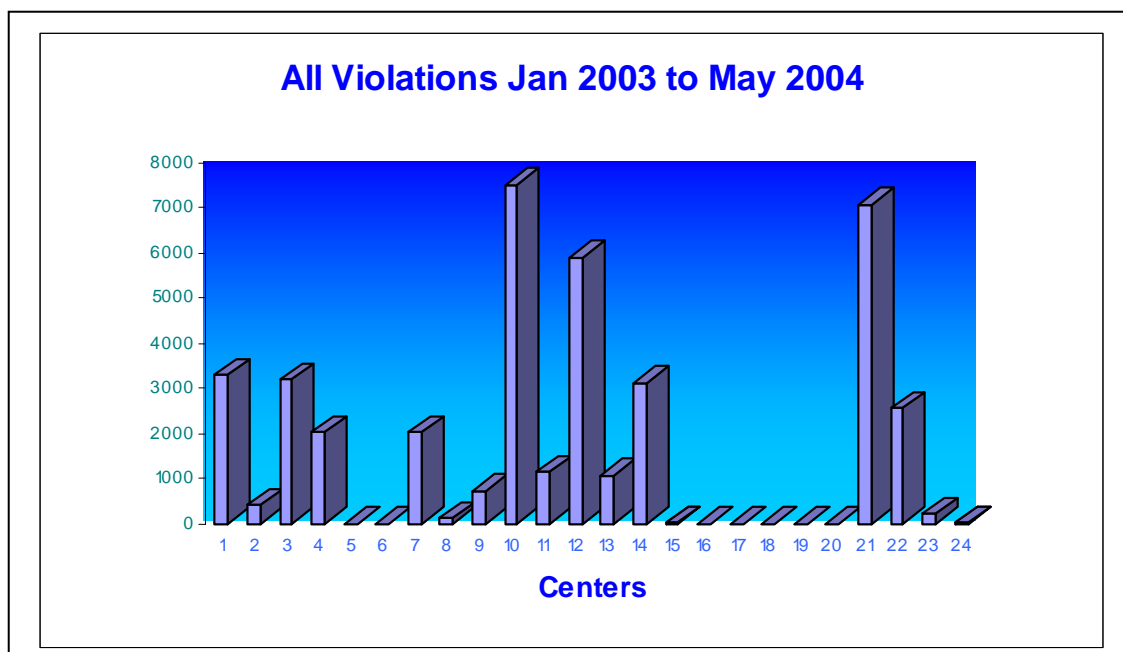
NOTES:

- 1 Total number of Customs Smuggling Cases: 7,317 (15.4% of database)**
- 2 Total number of Customs violations: 40,557 (84.6%)
- 3 Total number of registrations: 47,874 (100%)
- 4 Anti-smuggling only registered 33 violations (focus on anti-smuggling cases)
- 5 No Prince Mohammed Bridge, Jordan Valley (Israel border north) or El-Hassan Industrial Estate data – new on-line centres

QUESTIONS:

1. Do centres refer smuggling cases to the Anti-Smuggling Unit which would reflect fluctuations in data?
2. Between Anti-Smuggling (2027), Al Karama (1267) and Amman Customs House (4509), these account for 61.6% of all smuggling cases registered on the database. What does this mean?
3. Again, Queen Alia Airport Passenger and Cargo smuggling cases are low. Why?
4. Omari Border has the greatest numbers of violation and smuggling cases registered, but mainly violations. Why?
5. The low registrations for Jaber (250) is probably reflected by Foxpro data yet to be transferred to the new database (pre-October 2003 smuggling cases)

ANNEX 9: Cases Database: Violation Registrations



01	Headquarters Amman	07	Amman Custom House	13	King Abdullah II QIZ	19	Jordan Free Zone Syria
02	Ramtha – Pax (Syria)	08	Queen Alia - Pax	14	Jaber Border (Syria)	20	Karak Ind Estate QIZ
03	Karama Border (Iraq)	09	Queen Alia - Cargo	15	Anti-Smuggling Jubaiha	21	Zarka Ind Estate Cars
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NOTES:

- 1 **Total number of Customs Violations: 40,557 (84.6% of database)**
- 2 Total number of Customs smuggling cases: 7,317 (15.4%)
- 3 Total number of registrations: 47,874 (100%)

QUESTIONS:

1. Omari Border, Zarka Industrial Estate, Aqaba Customs House the most dominant. Why?
2. Why is Karama Border not so dominant?
3. Why not Queen Alia Airport Passengers and Cargo
4. Why Zarka Industrial Estate so dominant?
5. Is Jaber violation figures affected by lack of Foxpro data pre-October 2003?
6. Anti-smuggling violation data reflects focus on smuggling cases
7. Why is Wadi Yutm al Customs not so dominant?

ANNEX 10: Suggested Directives

It is recommended the AMIR Program generate a directive for Director-General of Customs signature and distribution based on the following suggestions:

- 1 All customs violations as described in Articles 197 to 202 of the Customs Law, Law No. (20) for the year 1998 **MUST** be registered on the Judicial Affairs Cases database.

Article 184 of the Customs Law dictates all crimes and offenses shall be recorded with all details as included in Smuggled Items Seizure Report. Article 186 dictates all the necessary details to be recorded.

This is a critical legal requirement for all data is captured.²⁵ This information is also of great value to intelligence, risk management, legal officers and customs staff in general, and provides a level of comfort to Customs management all violations are accurately reported in a timely manner.

The Cases database has been developed as a data capture system that is the basis for monitoring temporary importation of motor vehicles, payment of rewards to officers for detections and contemporaneous recording of evidence for legal actions.

- 2 All customs smuggling cases as described in Articles 203 to 204 of the Customs Law, Law No. (20) for the year 1998 **MUST** be registered on the Judicial Affairs Cases database.

Article 184 of the Customs Law dictates all crimes and offenses shall be recorded with all details as included in Smuggled Items Seizure Report. Article 186 dictates all the necessary details to be recorded.

This is a critical legal requirement for all data is captured.²⁶ This information is also of great value to intelligence, risk management, legal officers and customs staff in general, and provides a level of comfort to Customs management all smuggling cases are accurately reported in a timely manner.

The Cases database has been developed as a data capture system that is the basis for monitoring temporary importation of motor vehicles, payment of rewards to officers for detections and contemporaneous recording of evidence for legal actions.

- 3 All customs violations and smuggling cases as described in Articles 197 to 204 of the Customs Law, Law No. (20) for the year 1998 **MUST be registered by the Customs detecting officer** on the Judicial Affairs Cases database. The Customs detecting officer is responsible for the accuracy of the information and the intentional inclusion of any information that is false in any particular is deemed a serious offence.

²⁵ See IBLaw Digital Signature report recommendation 1: forms prepared by customs officials must be in the proper legal form to be admitted as established facts.

²⁶ See IBLaw Digital Signature report recommendation 1: forms prepared by customs officials must be in the proper legal form to be admitted as established facts.

This is a critical requirement to ensure all data is accurate, legally acceptable, recorded in a timely manner and preserves the data and evidentiary integrity of violations and smuggling cases.²⁷ This requirement will reduce any likelihood of data manipulation, information transfer misunderstanding, security and preserves the integrity of the system.

- 4 In consultation with the Director, Information Technology, all customs officers involved in the detection of offences **MUST** be issued with an access user ID and password within an agreed period, but in every case, no longer than 90 days from Cases database access availability.

There is an urgent need to ensure the accuracy, integrity and completeness of data is input in every instance by the detecting officer to maximize the effectiveness of the system and ensure all the proper operational and legal processes are followed.

- 5 In consultation with the Director, Information Technology, and the Director, Cases, all customs detecting staff **MUST** be adequately trained in a timely manner with regard to data input, registration and information accuracy and completeness.

It is recommended the Cases Directorate be responsible for ensuring all Customs detecting officers are trained in data entry of all identified violations and smuggling cases detected **as soon as possible**.

Detecting officers **MUST** be trained in ensuring all data vide Article 186 of the Customs Law be input in every instance.

This is an urgent need to educate and train all Customs detecting staff in the reasons for accurate reporting, and ensure all officers are knowingly responsible and adequately skilled to electronically enter data in relation to detected violations and smuggling cases.

This education and training program also provides the added benefit of ensuring Customs staff are comfortable and confident with regard to computer use, computer knowledge and computer data entry.

This education also provides an invaluable opportunity to educate Customs staff in the need to ensure electronic recording of all such data is invaluable for a broad range of Customs clients, including Cases staff, Information Technology staff, Legal Affairs staff, Risk Management staff, Intelligence staff, not to mention themselves and their own work environment.

- 6 All customs violations and smuggling cases as described in Articles 197 to 204 of the Customs Law, Law No. (20) for the year 1998 **MUST** be registered by the Customs detecting officer on the Judicial Affairs Cases database **from the Smuggling Items Seizure Report.**

²⁷ See IBLaw Digital Signature report recommendation 1: forms prepared by customs officials must be in the proper legal form to be admitted as established facts.

This is a critical requirement to ensure all integrity and evidentiary requirements are fulfilled.²⁸ The Smuggling Items Seizure Report is required to be completed by Customs Law. Usage of the initial 'Inspection Report' provides insufficient data for registration purposes and is a document used by local arrangement to facilitate 'note-taking' and has become, in some instances, a defacto seizure report.

²⁸ See IBLaw Digital Signature report recommendation 1: forms prepared by customs officials must be in the proper legal form to be admitted as established facts.

ANNEX 11: Business Case

[AMIR]

[Amman, Jordan]

Business Case

Intelligence Database

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Section

1

Executive Summary

Intelligence Database

*Intelligence provides the **foundation** for core information management and analysis functions, including internal and external environmental threat issues and impacts*

Intelligence analysis is the ability to plan, collect, evaluate, collate, analyse, report, disseminate and review tasks and self-generated workloads. It transforms information to intelligence. It uses historical and current data to reactively and pro-actively create reports, assessments and profiles that allow Jordan Customs to assess threats and predict future risks and behaviour from previous historical and future behaviour. The insight and intelligence generated is used to:

- Target operational risk entities
- Provide strategic threat assessments and reports
- Provide decision makers with data and information, as tasked or self-generated
- Create networks and liaisons to develop information sharing and exchange
- Provide tactical analysis support to operational resources as required
- Represent Jordan Customs on information management forums and the like
- Identify and report internal business system weaknesses

The Jordan Customs Intelligence Unit was established in late 2002, headed up by the General Administrative Inspector, Abdul-Munim Khuleifat. Mr. Tayseer Shboul was appointed Manager. Intelligence has two analysts, Ala'a Ideen Nael Ismael Alan and Fawzi Mohammad Rabi Hamdan. There is one vacancy after transfer of one trained analyst.

To successfully implement the function, it is now critical to design and implement an intelligence database allowing for the collation, storage, dissemination and analysis of information and intelligence. Source material would include Information Reports and ad hoc referrals, as well as access to a broad array of information, both electronically (on-line and other) and manual.

Preliminary discussions with Intelligence and Information Technology management, in lieu of an Information Technology Steering Committee, has resulted in 'in-principle' agreement to implement a secure database to intelligence requirements. A series of meetings and workshops has already been completed involving issues of Information report, reporting mechanics and database field design.

Problem / Opportunity

Change in business requirements to better collect and store information for intelligence analysis purposes

Current Situation

The current Intelligence unit has been most effective when considered against available resources, but an urgent need to expand the information collection capability requires a

secure, independent, stand-alone computer database for information capture, analysis and dissemination.

The Intelligence Unit handles sensitive and confidential information and intelligence, including referral of corruption allegations, generally supplied on a secure and 'need-to-know' basis in a spirit of trust and cooperation.

Conclusion

The current Intelligence unit will remain operational but future success is dependent on implementation of a suitable database and associated analytical tools. The unit has been most effective when considered against available resources, but an urgent need to expand the information collection capability requires a secure, independent, stand-alone computer database for information capture, analysis and dissemination.

Recommendation

Whilst reviewing the current intelligence access database, consideration be given to introducing the globally effective and proven i2 customs-specific database and associated analyst tools. This product is widely used throughout the world, in particular the United States of America, the United Kingdom and Australia. Its sophistication and user-friendly features ideally support Jordan customs intelligence requirements and the plotter printer outputs provide exceptional marketing and promotion opportunities to ensure increased future information flows and expansion of the intelligence analytical capability and effectiveness.

Section

2

Background

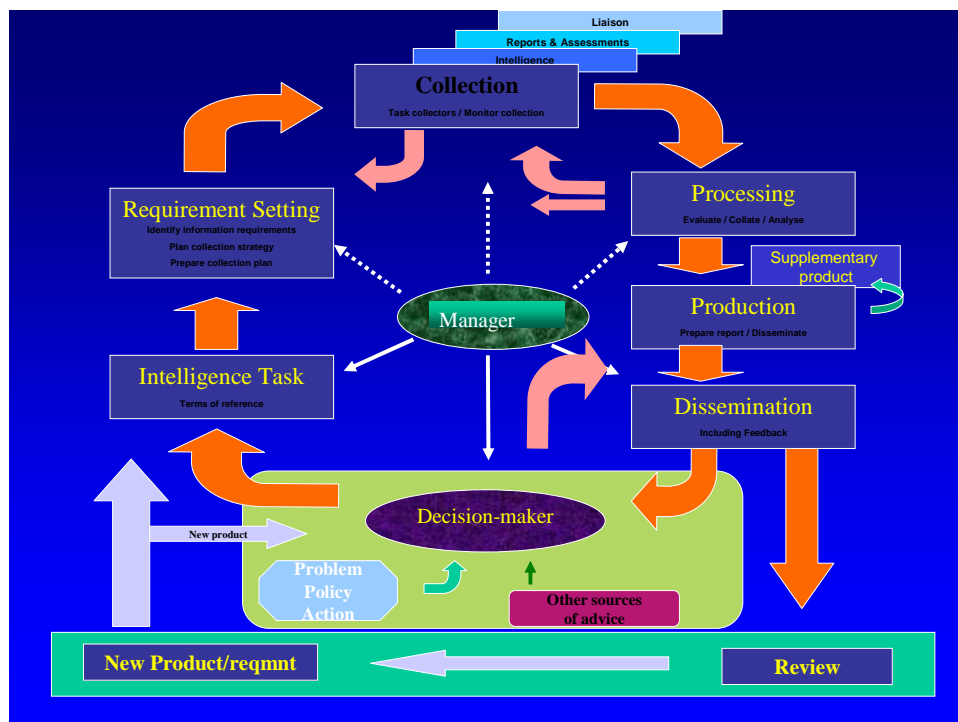
Intelligence Database

*Intelligence provides the **foundation** for core information management and analysis functions, including internal and external environmental threat issues and impacts*

Intelligence analysis is the ability to plan, collect, evaluate, collate, analyse, report, disseminate and review tasks and self-generated workloads. It transforms information to intelligence. It uses historical and current data to reactively and pro-actively create reports, assessments and profiles that allow Jordan Customs to assess threats and predict future risks and behaviour from previous historical and future behaviour. The insight and intelligence generated is used to:

- Target operational risk entities
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- Provide decision makers with data and information, as tasked or self-generated
- Create networks and liaisons to develop information sharing and exchange
- Provide tactical analysis support to operational resources as required
- Represent Jordan Customs on information management forums and the like
- Identify and report internal business system weaknesses

The diagram below illustrates how Intelligence is at the heart of effective Customs information and data management:



The Jordan Customs Intelligence Unit was established in late 2002, headed up by the General Administrative Inspector, Abdul-Munim Khuleifat. Mr. Tayseer Shboul was appointed Manager. Intelligence has two analysts, Ala'a Ideen Nael Ismael Alan and Fawzi Mohammad Rabi Hamdan. There is one vacancy after transfer of one trained analyst.

To successfully implement the function, it is now critical to design and implement an intelligence database allowing for the collation, storage, dissemination and analysis of information and intelligence. Source material would include Information Reports and ad hoc referrals, as well as access to a broad array of information, both electronically (on-line and other) and manual.

Preliminary discussions with Intelligence and Information Technology management, in lieu of an Information Technology Steering Committee, has resulted in full agreement to design and deliver a secure database to intelligence requirements. A series of meetings and workshops has already been completed involving issues of Information report, reporting mechanics and database field design.

Problem / Opportunity

Change in business requirements to better collect and store information for intelligence analysis purposes

Current Situation

The current Intelligence unit has been most effective when considered against available resources, but an urgent need to expand the information collection capability requires a secure, independent, stand-alone computer database for information capture, analysis and dissemination.

The Intelligence Unit handles sensitive and confidential information and intelligence, including referral of corruption allegations, generally supplied on a secure and 'need-to-know' basis in a spirit of trust and cooperation.

Section

3

Project Description

The design and development of a secure Intelligence database will enable intelligence analysts to receive, store and analyze information for intelligence dissemination purposes. Intelligence information relates to non-compliant and criminal activity and will not normally be a resource for standard customs inspection operations and audits.

In conjunction with Jordan Customs IT Directorate and AMIR, the project will achieve implementation of an electronic information referral system and an information database in customs national office. The project includes design and application of an 'intelligence' icon on all customs computers for client access to an electronic information report (with an appropriate rating system and source name and contact details) which provides the ability to electronically submit such information to an intelligence 'bin'. Intelligence can then sift and filter the information, then transfer relevant information to a specific secure intelligence database. Intelligence staff will prioritize and manage workloads to provide the most effective client service reporting and assistance facility. All data and information will be monitored and effectiveness reports will be produced to highlight functional strengths and weaknesses.

Objectives

The database will enable information collection from all Jordan customs staff and external stakeholders. Intelligence will be able to better analyze its current threat environment and identify targets for Customs decision makers to deal.

The indicative **benefits** include:

- Reduced revenue leakage through targeting and deterrence strategies
- Increased prohibited goods detections
- Better quality and more reliable data for decision making
- Increased trade facilitation due to better risk rating and targeting
- More streamlined business processes
- Less delay and impediment to clearance and process systems
- Increased customer and client satisfaction
- Reduced business costs
- Greater staff satisfaction
- Greater international reputation for professionalism
- Identification of business system weaknesses for evaluation and improvement

Timeframe: Discussions with Intelligence and It have been conducted since August 2002. It is planned to design and develop the Intelligence database as soon as possible for urgent operational effectiveness reasons

Department/Organization: The Intelligence database will be designed and developed in Jordan Customs National Office for exclusive intelligence use

Function: Intelligence analysis and dissemination

Technology: An internally designed and developed database by AMIR and Jordan Customs IT staff

Anticipated Outcomes

Measurable deliverables of the project:

Design of electronic information report	1 day	To be negotiated
Design and application of 'Intelligence' icon	1 week	Concurrent with other design
Design and implementation of information report bin	1 week	Concurrent with other design
Design of implementation of intelligence database	1 week	Concurrent with other design
Design database tools (search, sort, priority, etc)	1 week	Concurrent with other design
Identification and delivery of analyst tools	Ongoing	To be negotiated

Stakeholders

Stakeholders:	Overview of Business Requirements
Primary – Internal	
IT Directorate	Discuss database and information transfer options, barriers, costs, timing, etc Agree on build and implement electronic systems
Intelligence	Discuss database needs, information transfer needs Agree on build and implementation of requested electronic systems
Primary – External	
AMIR	Discuss IT issues, inc prioritization, barriers, resources, costs, timing, etc Agree on process after review of IT priorities
USAID	Briefing on progress and effectiveness
Secondary – Internal	
Customs Staff	Training and education in information collection and referral Training and education in computer access and dissemination
Risk Management Staff	Education and training in threat and risk knowledge and reporting Promote and market cross-Directorate benefits
Secondary – External	
Law Enforcement	Promotion and marketing of Jordan Customs Intelligence Unit Promote information sharing and networking
Government	Promotion and marketing of Jordan Customs Intelligence Unit Promote information sharing and networking
Business and community	Promotion and marketing of Jordan Customs Intelligence Unit Promote information collection and referral (building partnerships)

Section

4

Strategic Alignment

Ministry of Finance Customs Department Draft Strategic Plan 2004 – 2006 highlights issues of relevance to the development of the Intelligence function.

High indicates that the project is critical to the achievement of the goal

Medium indicates that the project directly impacts the goal but it is not critical to its attainment

Low indicates an indirect impact to the achievement of the goal

Mission: Seven Pillars	Level of Impact	Explanation (if required)
Combating smuggling and illicit trade activities	High	Effective targeting, reporting and risk management support
Protecting the local community and the environment	High	Effective targeting, reporting and risk management support
Challenges:		
The need to focus on intelligence	High	Effective targeting, reporting and risk management support
Facilitating movement of legal trade and passengers while defining threats to legal trade and preventing illegitimate activities	High	Effective targeting, reporting and risk management support Support business, support client accreditation program
Combating smuggling	High	Effective targeting, reporting and risk management support
Maintain advanced technology applications	High	Identify, implement and educate staff on latest technology to support targeting strategies
A Future Vision:		
Development of smuggling strategies and methods followed by smugglers	High	Proactive thinking and analysis of future threats
Future Strategies		
An automated selection system based on risk management for passengers, goods and vehicles	High	Better targeting and reporting to support Risk Management
Develop methods and tools to combat smuggling and reach the optimal use of technology in this field	High	More effective practices
Develop the Customs intelligence system	High	Design and implement world's best practice

Section

5

Environmental Analysis

External Stakeholders:

Ministry of Finance	Revenue collection base, support for income tax, sales tax
Law Enforcement	Better information sharing and networking
Other Government	Better information and coordination
ASEZA	Working closer together
International	Better information sharing and networking
Academia	Identify papers and research projects relevant to Customs goals

Section

6

Alternatives

Options:

- 1 In-house short-term intelligence database
Solves the current problem of information referral, storage, analysis
Preferred current short-term option – whilst more long-term strategies addressed
Adapt access database currently being utilized
- 2 In-house long-term intelligence database (concurrent to 1 above)
Identify and agree database requirements and conduct feasibility of in-house build
This long-term option will be resource intensive
Customs ownership, marketing, data protection, information security, maintenance issues
- 3 External long-term intelligence database (concurrent to 1 above)
Identify external database design providers
This option will be resource intensive and incur major timeline-cost issues
Customs ownership, marketing, data protection, information security, maintenance issues
- 4 External ‘off the shelf’ short-term, medium-term, long-term intelligence database (concurrent to 1 above)
Identify external database ‘off-the-shelf’ options
This option has great potential if a proven product in the Customs context
This option will not be resource intensive or incur major timeline-cost issues
Customs ownership, marketing, data protection, information security, maintenance issues
- 5 Do nothing (status quo)
Intelligence currently uses access database so functionality will survive, albeit inefficiently
Intelligence databases will need to be introduced as soon as possible

Section

7

Business & Operational Impacts

Stakeholders:	Overview of Business Requirements	Impact
Primary – Internal		
IT Directorate	Discuss database and information transfer options, barriers, costs, timing, etc Agree on build and implement electronic systems	Support critical: Staffing HIGH
Intelligence	Discuss database needs, information transfer needs Agree on build and implementation of requested electronic systems	Support critical: Staffing, training HIGH
Primary – External		
AMIR	Discuss IT issues, inc prioritization, barriers, resourcing, costs, timing, etc Agree on process after review of IT priorities	Support critical: Expertise, technology, finance, education HIGH
USAID	Briefing on progress and effectiveness	Support through AMIR MEDIUM
Secondary – Internal		
Customs Staff	Training and education in information collection and referral Training and education in computer access and dissemination	Support critical: Information collection HIGH
Risk Management Staff	Education and training in threat and risk knowledge and reporting Promote and market cross-Directorate benefits	Support necessary Risk reporting (2 way) MEDIUM
Secondary – External		
Law Enforcement	Promotion and marketing of Jordan Customs Intelligence Unit Promote information sharing and networking	Support necessary Information share (2 way) MEDIUM
Government	Promotion and marketing of Jordan Customs Intelligence Unit Promote information sharing and networking	Support necessary Information share (2 way) MEDIUM
Business and community	Promotion and marketing of Jordan Customs Intelligence Unit Promote information collection and referral (building partnerships)	Support necessary Information referral MEDIUM

High indicates that the magnitude of impact is significant and stakeholder support and preparation is critical to the alternative's success

Medium indicates that there is a manageable impact to the stakeholder

Low indicates the alternative will have a minor impact to the stakeholder

None indicates that the stakeholder will not be impacted by the alternative

Section

8

Project Risk Assessment

Risk of Project and Viable Alternatives (Not including Status Quo)

The key risks and challenges associated with the project, together with high level mitigation strategies, are set out below:

Risk/Challenge	Potential Impacts	Mitigation strategy
Ability to design and implement short-term intelligence database	Source data Ineffectiveness Slow down the program Staff dissatisfaction	<ul style="list-style-type: none"> Continue with access database in the interim Continue marketing and promotion of manual information transfer systems Monitor marketplace for suitable Arab databases LIKELIHOOD: A CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Non-agreement on data field label comparative analysis	Shortfall identification Cannot develop coding in short period of time Translation barriers IT expertise unavailable	<ul style="list-style-type: none"> Negotiate with Jordan Customs IT Negotiate with AMIR LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Overall system maintenance and responsibility	IT Directorate cannot resource IT Directorate priorities cannot accommodate Capacity limitations	<ul style="list-style-type: none"> Negotiate with General Inspector Intelligence Negotiate with IT Director Negotiate with AMIR LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Client request to access information	Need to Know basis Everybody will want access Legal/Privacy issues Access overload	<ul style="list-style-type: none"> Issue policies on information security Develop awareness programs Liaise with Training Directorate re delivery/assistance LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Ability to implement system audit trails	System abuse Illegal access Corruption	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Lack of agreement on front end build, expand, clone or adapt current	System capacity/build Simplest solution	<ul style="list-style-type: none"> Discuss with IT Directorate Discuss with AMIR

Risk/Challenge	Potential Impacts	Mitigation strategy
system	Reporting requirements Client Compatibility	LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Difficulty in developing input data requirements	ID number sequence New fields Synchronisation of data	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Inability to design reporting requirements	System capability Statistics and reports	<ul style="list-style-type: none"> Discuss with Intelligence staff Discuss with IT Directorate LIKELIHOOD: D CONSEQUENCE: VH; RISK: HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Confusion over risk management and intelligence roles	Data input Data analysis Integrated approach Information sharing	<ul style="list-style-type: none"> Discuss with Director, Planning & Organization Discuss with Director, Risk Management Discuss with General Inspector, Intelligence LIKELIHOOD: A CONSEQUENCE: E; RISK: EXTREME

Risk/Challenge	Potential Impacts	Mitigation strategy
Intelligence staff access to stakeholders data and systems	Data access internal/external On-line access potential Manual reports submitted	<ul style="list-style-type: none"> Consider Service Level Agreements (Internal) Consider Memoranda of Understanding (external) LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Difficulties in implementing and agreeing information transfer policies and procedures	Agreed forms Agreed policies Agreed procedures Electronic options Marketing and promotion	<ul style="list-style-type: none"> Discuss with AMIR Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence LIKELIHOOD: B CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Disagreement in design and acceptance of report proformas	Electronic input Access issues Manual options Lack of input commitment	<ul style="list-style-type: none"> Discuss with AMIR Discuss with IT Directorate Discuss with General Inspector, Intelligence LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Inability to expand intelligence model to complete coverage of Jordan	Areas not covered Regional resistance Data integrity Information sharing	<ul style="list-style-type: none"> Discuss with Director, Planning & Organization Discuss with AMIR Discuss with General Inspector, Intelligence Discuss with IT Directorate

Risk/Challenge	Potential Impacts	Mitigation strategy
	Lack of commitment by staff	LIKELIHOOD: B CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Intelligence database integrated approach and promotion	Jordan Customs to promote and reinforce Marketing Plan Regional client service Information sharing	<ul style="list-style-type: none"> Discuss with Training Directorate Arrange sign-off by relevant parties Discuss with General Inspector, Intelligence Develop Marketing & promotion Plan LIKELIHOOD: C CONSEQUENCE: VH; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Future development	Lack of data Lack of resources Lack of results Reputation issues Lack of feedback Lack of client service Lack of exposure	<ul style="list-style-type: none"> Discuss with Jordan Customs Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence Sign off by Senior Management Coordinated Marketing campaign Discuss with AMIR LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

Risk/Challenge	Potential Impacts	Mitigation strategy
Impediment to future improvement and enhancement	Staff recognition Software availability Sufficient tools/training Regional assistance Task force options Staff retention (and expansion) Middle East strategies	<ul style="list-style-type: none"> Discuss with Jordan Customs Discuss with General Inspector, Intelligence Discuss with Manager, Intelligence Discuss with AMIR LIKELIHOOD: B CONSEQUENCE: E; RISK: VERY HIGH

Section

9

Cost/Benefit Analysis

Cost/Benefit Analysis:

Quantitative Analysis – Financial Cost & Benefit:

- 1 In-house short-term intelligence database
 Solves the current problem of information referral, storage, analysis
 Preferred current short-term option – whilst more long-term strategies addressed
 Adapt Access database currently being utilized

 Short-term option – whilst other strategies addressed

Full Cost Analysis	tbc	Cost minimal (basic IT support)
Timeframe:	tbc	Minimal resource requirement
Benefits:		Improve current storage, search, extract, report, security

- 2 In-house long-term intelligence database (concurrent to 1 above)
 Identify and agree database requirements and conduct feasibility of in-house build
 This long-term option will be resource intensive
 Customs ownership, marketing, data protection, information security, maintenance issues

Full Cost Analysis	tbc	Cost extensive (major IT support)
Timeframe:	tbc	Major resource requirement
Benefits:		Ownership, long term comprehensive and integrated strategy

- 3 External long-term intelligence database (concurrent to 1 above)
 Identify external database design providers
 This option will be resource intensive and incur major timeline-cost issues
 Customs ownership, marketing, data protection, information security, maintenance issues

Full Cost Analysis	tbc	Severe cost extensive (major IT support)
Timeframe:	tbc	Major resource requirement
Benefits:		Sophisticated, advanced long-term comprehensive and integrated strategy

- 4 External ‘off the shelf’ short-term, medium-term, long-term intelligence database (concurrent to 1 above)
 Identify external database ‘off-the-shelf’ options
 This option has great potential if a proven product in the Customs context
 This option will not be resource intensive or incur major timeline-cost issues
 Customs ownership, marketing, data protection, information security, maintenance issues

Full Cost Analysis	tbc	Low cost option (medium IT support)
		The i2 database, 2 chartware licenses and plotter
		A\$ 45,000 (as at 30 June)
		Plus IT resource maintenance and support
		Plus i2 developer to install and test

Timeframe: tbc **Can be implemented within four (4) weeks**
Benefits: **Sophisticated, proven system in the customs environment**
 Comparative analysis confirms it is the best product available
 Can synchronize with i2 product implemented in ASEZA in 2003
 An exceptional marketing and promotion tool
 A recommended product considering limited intelligence resources

5 Do nothing (status quo)

Intelligence currently uses access database so functionality will survive, albeit inefficiently
 Intelligence databases will need to be introduced as soon as possible

Qualitative Analysis – Non-Financial Benefits & Costs:

Viable Alternatives

Qualitative Summary	Description	Stakeholder(s) Impacted
Benefits:		
Staff morale	Increased intelligence staff morale	Ministry of Finance, Customs, USAID, AMIR
Reputation	Increased professionalism	Intelligence, Customs, government clients, external stakeholders, USAID, AMIR
Productivity	Increased effectiveness	Intelligence, Customs, government clients, external stakeholders
Future Success	Intelligence success and a model for the region	Intelligence, Customs, government, USAID, AMIR
Costs:		
Staff morale	Retention of staff	Intelligence, Customs, USAID, AMIR
Reputation	Attraction for quality new staff	Intelligence, Customs, government clients, external stakeholders, USAID, AMIR
Productivity	Job satisfaction, client service benefits	Intelligence, Customs, government clients, external stakeholders
Future Success	Investment a wise decision, create networks within Customs re information sharing	Intelligence, Customs, government clients, external stakeholders, USAID, AMIR

Section

10

Conclusions & Recommendations

Conclusions

Alternative	Business & Operational Impact	Project Risk Assessment	Cost/Benefit Analysis
Option 1	Solves the current problem of information referral, storage, analysis Suitable current short-term option – whilst more long-term strategies addressed Adapt access database currently being utilized	Low risk short-term	Full Cost Analysis tbc Cost minimal (basic IT support) Timeframe: tbc Minimal resource requirement Benefits: Improve current storage, search, extract, report, security
Option 2	Identify and agree database requirements and conduct feasibility of in-house build This long-term option will be resource intensive Customs ownership, marketing, data protection, information security, maintenance issues	High risk Long-term strategy Competing priorities Technical knowledge Integration (security issues)	Full Cost Analysis Cost extensive (major IT support) Timeframe: Major resource requirement Benefits: Ownership, long term comprehensive and integrated strategy
Option 3	Identify external database design providers This option will be resource intensive and incur major timeline-cost issues Customs ownership, marketing, data protection, information security, maintenance issues	Extreme high risk Long-term strategy Competing priorities Technical knowledge Integration (security issues) Timelines Costs	Full Cost Analysis Severe cost extensive (major IT support) Timeframe: Major resource requirement Benefits: Sophisticated, advanced long-term comprehensive and integrated strategy
Option 4	Identify external database 'off-the-shelf' options This option has great potential if a proven product in the Customs context This option will not be resource intensive or incur major timeline-cost issues Customs ownership, marketing, data protection, information security, maintenance issues	Low risk (i2 product) Proven in customs context Successful User friendly Globally most commonly used	Cost: Low cost option (medium IT support). The i2 database, 2 chartware licenses and printer, plotter: A\$ 45,000 (at 30 June). Plus IT resource maintenance and support. Plus i2 developer to install and test Timeframe: Can be implemented within four (4) weeks Sophisticated, proven system in the customs environment Comparative analysis confirms it is the best product available Can synchronize with i2 product implemented in ASEZA in 2003 An exceptional marketing and promotion tool
Option 5	Do nothing (status quo)	High risk long -term Inefficiency Ineffectiveness	Intelligence currently uses access database so functionality will survive, albeit inefficiently Intelligence databases will need to be introduced as soon as possible

Recommendations

Whilst Option 1 currently ongoing: The only short term option available.

Option 4: Short-term, medium-term, long-term:
On the basis of cost, timelines, proven system, customs context,
ASEZA linkages

Project Responsibility

Project Manager: Manager, Intelligence (Tayseer Shboul) in conjunction with AMIR

Project Accountability

Project Sponsor: To be determined

Section

11

Implementation Strategy

Description:

Major project phases: Initial Approval:

Director-General of Customs approval (asap)

Intelligence/Information Technology approval (asap)

High-level work plan, deliverables and target dates for completion:

See Customs (once options decided)

Costs (\$) required to carry out the implementation plan: See Customs

Personnel (departments, roles) required See Customs

Proposed project structure See Customs

Implementing and monitoring the risk mitigation strategies: See Customs

Section

12

Review & Approval Process

Review Process

Business Case Review:

Intelligence Unit

Approval Process

Approval process:

Director General of Customs

Business Case Signoff

Director-General of Customs:

General-Inspector, Intelligence:

Director, Information Technology (thru IT Steering Committee)